

DEPARTMENT OF PLANNING
STAFF REPORT

PLANNING COMMISSION PUBLIC HEARING

DATE OF HEARING: April 17, 2006

PROJECT NUMBER/NAME:

CPAM 2005-0007, Arcola Area/Route 50 Comprehensive Plan Amendment

DECISION DEADLINE: At the Pleasure of the Board

ELECTION DISTRICT: Countywide **PROJECT PLANNER:** Cindy Keegan

EXECUTIVE SUMMARY

On October 18, 2005, the Board of Supervisors initiated an amendment to the Revised General Plan to develop policies targeted to implement the Route 50 Task Force Report recommendations. The Route 50 Task Force Report calls for several changes to planning and zoning documents for long-term improvements to the Route 50 corridor and the Arcola Area.

CPAM 2005-0007, Arcola Area/Route 50 Comprehensive Plan Amendment, proposes to add land use and design policies and a Planned Land Use Map for properties lying generally west of the Fairfax County line, east of Route 659 Relocated, north of Tall Cedars Parkway (current and future) and south of Route 621 (Evergreen Mills) in the Dulles Election District. Portions of these properties are located in the Airport Impact (AI) Overlay District, partially within the Ldn 65, Ldn 60, and Ldn 60-1mile buffer.

Specifically, the CPAM would amend Chapter 6, Suburban Policy Area, by adding land use and design policies and a Planned Land Use Map for the Arcola Area/Route 50 corridor and deleting Policy 11, pg. 4-9 in Chapter 4, Economic Development and the Route 50 Corridor policies and corresponding Route 50 Retail Plan Map found in CPAM 1996-0001, Countywide Retail Policy Plan Amendment. The proposed Planned Land Use Map also designates a Destination Retail area on the north side of Route 50 near the Loudoun County Parkway. The boundary between Residential and Business on the Planned Land Use Map in the Revised General Plan, Chapter 7, pg. 7-23, south of Route 50 is proposed to be adjusted slightly (Attachment 1).

The proposed policies support a different land use pattern within the Arcola Area/Route 50 corridor that allows flexibility for potential land uses in a modified Business Community and Industrial Community with increased retail uses given

certain criteria; residential uses outside of the Ldn 65 noise contour (up to 16 dwelling units per acre within the Business community and up to 4 dwelling units per acre in the Village of Arcola); a “Lifestyle Hub” that includes office, retail, and entertainment uses that support the corridor area and serve as a focal point for the Dulles community; revitalization of the Village of Arcola and the creation of a Village Transition Area; architectural design policies; landscaping policies; economic development policies; and transportation policies.

SUGGESTED MOTIONS

1. I move that the Planning Commission forward CPAM 2005-0007, Arcola Area/Route 50 Comprehensive Plan Amendment to the Committee of the Whole for further discussion.

OR

2. I move an alternate motion.

BACKGROUND

Route 50 is the southern gateway to Loudoun County. It is a four lane divided highway at the Fairfax County line and transitions into a two-lane roadway west of the intersection with Route 611, Fleetwood Road. Significant investment in the corridor has historically been limited by the lack of sewer and water services. Current land uses along the corridor include a variety of long-term commercial and industrial activities representative of the Commercial Light Industrial (CLI) zoning district. The diverse activities include uses such as car dealerships, commercial nurseries, gas stations, convenience retail uses, sod farms, quarry operations, a church, and various contractor service establishments. Adjacent to the corridor and south of Route 50 are newer residential neighborhoods such as the Ridings at Blue Springs, Savoy Woods, Tall Cedars Estates, and the planned communities of South Riding and Stone Ridge. Additionally, a retail presence is emerging in the vicinity of the planned communities of South Riding and Stone Ridge.

Route 50 Task Force

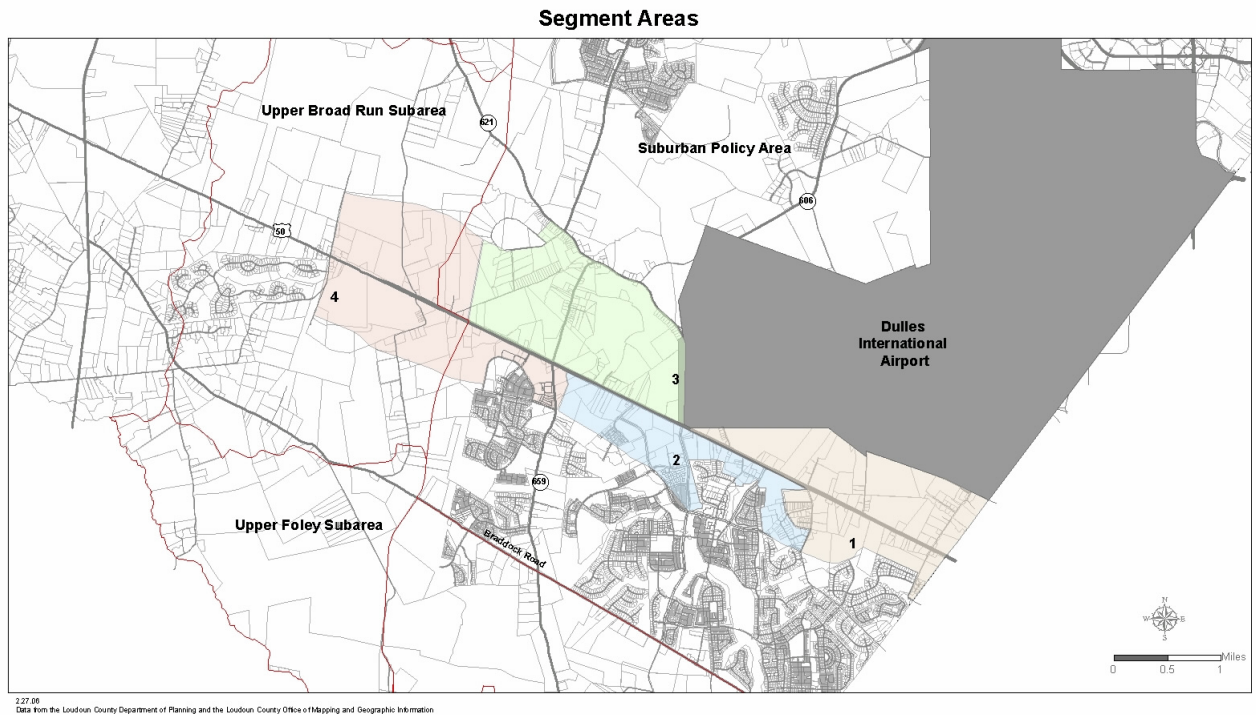
In late 2004, the Board of Supervisors formed a task force to address land use and transportation issues along the Route 50 corridor and make recommendations that would help create an attractive gateway to Loudoun County. This gateway was intended to recognize and strengthen the area's heritage and cultural resources, promote economic development and tourism, and contain development, transportation, and infrastructure improvements that are tailored to the unique and pressing needs of the area.

The Route 50 Task Force consisted of members from various organizations including the County's Economic Development Commission, the Loudoun Convention and Visitors Association, the Metropolitan Washington Airports Authority, property owners, area residents, developers and representatives of heritage and cultural resources groups (See Attachment 2 for a listing of individual Task Force members). The Task Force functioned as a committee that managed the input and recommendations of different working groups that were established by geographic segments of the corridor and by topic or issue.

The Route 50 Task Force submitted their Final Report to the Board of Supervisors on July 19, 2005. The Task Force Report recommends several tools be put in place to facilitate a change in the Route 50 corridor land use pattern from industrial based employment uses to mixed use business and retail uses with a significantly larger residential component, to elevate the level of architectural design quality, to improve the transportation network and to create a tourism gateway. Changes to the Zoning Ordinance standards for the CLI (Commercial Light Industrial) Zoning District and the creation of a mixed-use business district are envisioned as key regulatory changes. This amendment to the Revised General Plan has taken priority to translate the Route 50 Task Force recommendations into policies that offer direction to Ordinance changes and other actions.

CURRENT PLAN POLICIES

In order to focus discussions, the Route 50 Task Force divided the corridor into four segments (See Segment Areas map below).



Current planned land use policies are discussed according to segment (See Planned Land Use Map below). Segments 1, 2, 3, and the eastern portion of Segment 4 are located within the Suburban Policy Area, the portion of the County planned for suburban-scale residential and non-residential development. The western portion of Segment 4 is located within the Transition Policy Area, a distinct planning area which serves as a visual and spatial transition between the Suburban Policy Area to the east and the Rural Policy Area to the west. Segment 1 is currently planned for Heavy Industrial, Industrial, Business and Residential uses. Segment 2 is currently planned for Corridor Retail and Business uses. Segment 3 is planned for Industrial and Corridor Retail uses. The eastern portion of Segment 4, within the Suburban Policy Area is planned for Business. A more detailed discussion of these planned land uses, current zoning, existing transportation network, and existing environmental and heritage resources for the segments can be found in the Existing Conditions paper prepared as part of the policy development (Attachment 2).



POLICY DEVELOPMENT

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Design Cabinet review of the draft architectural guidelines and related recommendations contained in the task force report.

The proposed plan amendment addresses item (i) above. The remaining items, ii-v, relate to changes to the Countywide Transportation Plan and Zoning Ordinance and will be addressed under separate work efforts and within varying timeframes.

LAND USE CHANGES

The proposed policies support a different land use pattern within the Arcola Area/Route 50 corridor that allows flexibility for potential land uses in a modified Business Community and Industrial Community with increased retail uses given certain criteria; residential uses outside of the Ldn 65 noise contour (up to 16 dwelling units per acre within the Business community and up to 4 dwelling units per acre in the Village of Arcola); a “Lifestyle Hub” that includes office, retail, and entertainment uses that support the corridor area and serve as a focal point for the Dulles community; revitalization of the Village of Arcola and the creation of a Village Transition Area; architectural design policies; landscaping policies; economic development policies; and transportation policies. The proposed Planned Land Use Map also designates a Destination Retail area on the north side of Route 50 near the Loudoun County Parkway.

The following issues are presented as part of staff’s analysis of the proposed change in land use policies.

1. Increased residential development. The proposed policies which allow for additional residential projects outside of the Ldn 65 noise contour in the proposed Business Community could change the character of the corridor. Staff has conducted an analysis of the build-out potential of the proposed land use changes (Attachment 3). For purposes of analysis, staff compared two build out scenarios: current potential under existing planned land use policies and potential under the proposed CPAM policies. Under current policies, the estimated build out for the study area results in the potential for 3,423 residential dwelling units, 6,368,918 square feet of employment uses, 3,354,293 square feet of retail uses, and 4,454,498 square feet of industrial uses (See Table 1 below).

Table 1: Estimated Buildout (Current Potential)

	Residential (dwelling units)	Employment (square feet)	Retail (square feet)	Industrial (square feet)
Segment 1	1,206	1,436,761	443,805	1,782,423
Segment 2	867	2,005,295	1,191,394	0
Segment 3	40	2,113,348	1,534,919	2,672,075
Segment 4	1,310	813,514	184,175	0
Total	3,423	6,368,918	3,354,293	4,454,498

Table 2: Estimated Build-out (Route 50 Task Force)

	Residential (dwelling units)	Employment (square feet)	Retail (square feet)*	Industrial (square feet)
Segment 1	1,206	1,277,919	824,057	1,529,243
Segment 2	1,496	1,669,416	717,914	0
Segment 3	3,301	3,268,551	2,121,875	0
Segment 4	1,310	777,045	213,351	0
Total	7,313	6,992,931	3,877,197	1,529,243

*Assumed 20% retail uses. Additional retail is permitted beyond the 10% allowable in the land use matrix if certain criteria are met.

Under the proposed policies, the estimated build out for the study area results in the potential for 7,313 residential dwelling units, 6,992,931 square feet of employment uses, 3,877,197 square feet of retail uses, and 1,529,243 square feet of industrial uses. The Route 50 Task Force recommendations represent an increase of 3,890 residential dwelling units, an increase of 624,013 square feet of employment uses, and 522,904 square feet of retail space and a decrease in industrial uses by 2,925,255 square feet (See Table 2 above). It should be noted that the CPAM policies propose additional retail development beyond the permitted 10% when specific criteria are met; therefore, retail uses for the Estimated Build Out scenario may be higher than predicted.

2. Increased residential development in relation to Washington Dulles Airport. Currently, the County maintains a strong policy of protecting the Washington Dulles Airport. This policy has been reinforced with ordinance regulations and by maintaining an industrial land use designation around the airport to attract airport-related and airport-compatible development. The proposed policies introduce more housing underneath the flight paths of Dulles Airport. Even though new housing will continue to stay outside the Ldn 65 airport noise contours, any additional housing will increase the potential for conflicts.

3. Increased retail development in the Business and Industrial Community. Retail development is perceived as a means of taking advantage of tourism opportunities, providing landowners with additional development opportunities, and creating a more attractive boulevard. A retail market study has been conducted for the study area and will be completed by early April. The purpose of the study is to define various retail categories, including "lifestyle" retail, and to determine realistic market demand and absorption rates based on current and potential Dulles community development scenarios.

Key draft findings for the Route 50 corridor study area/market area, indicate the following: the area is underserved overall in convenience and retail goods whereas the area is slightly overserved in grocery stores; the area's supply of and demand for building materials is approximately "in balance"; it appears the approved retail projects for the Route 50 corridor provide sufficient supply for shoppers and convenience goods through 2030; increased residential densities as proposed in CPAM 2005-0003, Upper Broad Run and Upper Foley Transition Policy Subareas, provide additional demand to support the approved retail projects.

4. Destination Retail Uses. The proposed Destination Retail area, on the north side of Route 50 near the Loudoun County Parkway, replaces the Corridor Retail Center designation currently in the Retail Plan and increases the opportunity for significant "big box" or "category killer" retail activity. These types of uses could impact the viability of the smaller retail centers within the corridor area.

5. Transportation. The proposed land use changes, specifically additional residential and regional retail opportunities, may add to both total daily trips and peak hour congestion. New residential development, for example, will likely be traveling in the same direction as current traffic. An analysis of the transportation impacts has been initiated with the update of the Countywide Transportation Plan (CTP) but will not be completed until 2007.

6. Fiscal Impact. The proposed land use changes will increase the residential potential in the Route 50 Business Community area from approximately 3,400 units to approximately 7,300 units. Staff has analyzed the potential capital costs under current Plan policies and the proposed CPAM policies. The potential residential development under the CPAM policies will generate a capital facilities impact of approximately \$101,123,046, depending on the type of units (See Table 3 below).

The mix of unit types for the two development scenarios were determined based on a 50/50 mix of single-family attached and multi-family units for densities of 16 dwelling units per acre. Current development in the Dulles community was used to estimate the unit type mixes for densities of 4 dwelling units per acre (48% single-family detached, 38% single-family attached, and 14% multi-family). Approved but unbuilt residential developments were calculated based on the approved mix of unit types.

Table 3: Estimate of Capital Costs

	Scenario 1: Current Potential	Scenario 2: Route 50 Task Force
Housing Units	1,763*	5,653*
Population	4,076	12,960
Students	587	1,839
Anticipated Capital Cost	32,135,318	101,123,046
County share of costs	7,381,360	8,285,200
Development Share	24,753,958	92,837,846

*Housing units associated with South Riding, Pinebrook, Amber Springs, and Stone Ridge (ZMAP 1994-0017) were not included in the population, student, and capital costs calculations (1661 dwelling units).

Staff notes that the total fiscal impact would also include operational costs that are typically much higher than just capital costs.

7. *Economic Impact.* Additional retail development is possible under the proposed policies. This type of development could have economic impacts on the County. While tax revenues may be higher with retail uses, the type of employment associated with retail does not generate the incomes necessary for employees to live in the County. Also, increased retail development could result in loss of land available for business and industrial uses that support nearby Airport operations.

PUBLIC INPUT

The draft policies were provided to the Planning Commission on February 27, 2006. The Planning Commission received a briefing on the draft policies on March 6, 2006. Given the extensive community outreach and numerous community meetings convened as part of the development of the Route 50 Task Force Report, additional formal public input was not solicited prior to the Commission receiving the draft policies. The Commission has requested that staff brief the Route 50 Task Force on the draft policies. This briefing is scheduled for April 6, 2006.

One public comment email has been received (Attachment 4). A public file in the Planning Department has been established for the CPAM and includes all documents produced to date. These documents are also available at www.loudoun.gov/bos/route50.

ATTACHMENTS

1. CPAM 2005-0007, Arcola Area/Route 50 Comprehensive Plan Amendment draft policies and proposed land use maps
2. Existing Conditions Paper
3. Build-Out Analysis Paper
4. Public Comment